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What the State of New York is doing with the money realized from the Fifty Million Dollar Bond Issue authorized by the people on Election Day 1923

ALFRED E. SMITH, *Governor*

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FOREWORD

By HOMER FOLKS

Secretary Citizens' Committee on Protection of the State's Unfortunates,
Appointed by the State Charities Aid Association, September, 1923

THERE is an old saying, "The blood of the martyrs is the seed of the Church"

In the State of New York, the blood of those who perished in the Ward's Island fire of February, 1923, has proven to be the seed from which there has grown a program of providing for the State's unfortunates, which marks an epoch in the humanitarian history of the State.

These martyrs to the unconscious neglect of the people of this great State would have perished in vain, however, had not the responsible head of the State seen the significance of that tragedy, and promptly taken the political risk of actively championing the making of the necessary large expenditures for the protection of the State's unfortunates from similar dangers which daily menaced the lives of several thousands of the wards of the State.

The general outlines of the story are written large on the public records,—a fifty-million-dollar issue urged upon the Legislature by the Governor; favorable action by the Legislature; widespread public discussion through the autumn of 1923; an overwhelming majority of 3 to 1 in the popular election of 1923.

Naturally and very properly, the question continually recurs—what is becoming of that fifty million dollars? It had to be spent at the rate of not more than twelve and a half millions per year. The Legislatures of 1924 and 1925 promptly authorized a twelve and a half million expenditure each, and a similar bill is about to pass the Legislature of 1926.

The procedure in the construction of public buildings, at best, is deliberate, and frequently is unconscionably slow. The construction of a single public institution often extends over a period of from ten to twenty years.

It is fortunate that this pamphlet is being issued, indicating pictorially the progress which has been made in the expenditure of the twelve and a half million dollars which became available on July 1, 1924, and the further twelve and a half millions which became available July 1, 1925.

Those who were actively interested in promoting the success of the referendum on the bond issue have not been idle in pursuing the subject. The public authorities would not have been able to forget the necessity for all due diligence in pushing the preparation of plans, specifications and working drawings through all the countless stages of preparation, reconsideration and approval. There has been little evidence, however, of need for such cooperation on the part of voluntary agencies.

The situation may be summed up in this statement: that from the point of view of those who have been especially interested in the welfare of the State institutions for many years, the entire sums thus far made available under the fifty-million-dollar bond issue have been apportioned wisely to the most immediate and urgent needs; that local pride and other extraneous considerations have not entered into the apportionment; that all the contracts for the first twelve and a half million dollars (with one minor exception) were actually awarded within less than a year after the money became available; that rapid progress is being made towards the awarding of plans for the second twelve and a half million dollars; and that the entire project has proceeded as rapidly as seems to be consistent with thorough consideration and careful maturing of plans as a result of protracted group consideration by experts.

Those who voted "Yes" for the fifty-million-dollar bond issue have every reason to feel a justifiable pride in the progress which has been made to this time in the application of the funds so authorized.

STORY OF THE BOND ISSUE

By ALFRED E. SMITH, Governor of New York

AT THE general election held in the year 1923, by an overwhelming majority, the people of the State voted to issue bonds to the extent of fifty million dollars, making twelve and one-half millions available each year for four years for the addition of new hospitals and the reconstruction of old ones, and additional buildings for the care of the feeble-minded and the wards of the State in the various State charitable institutions.

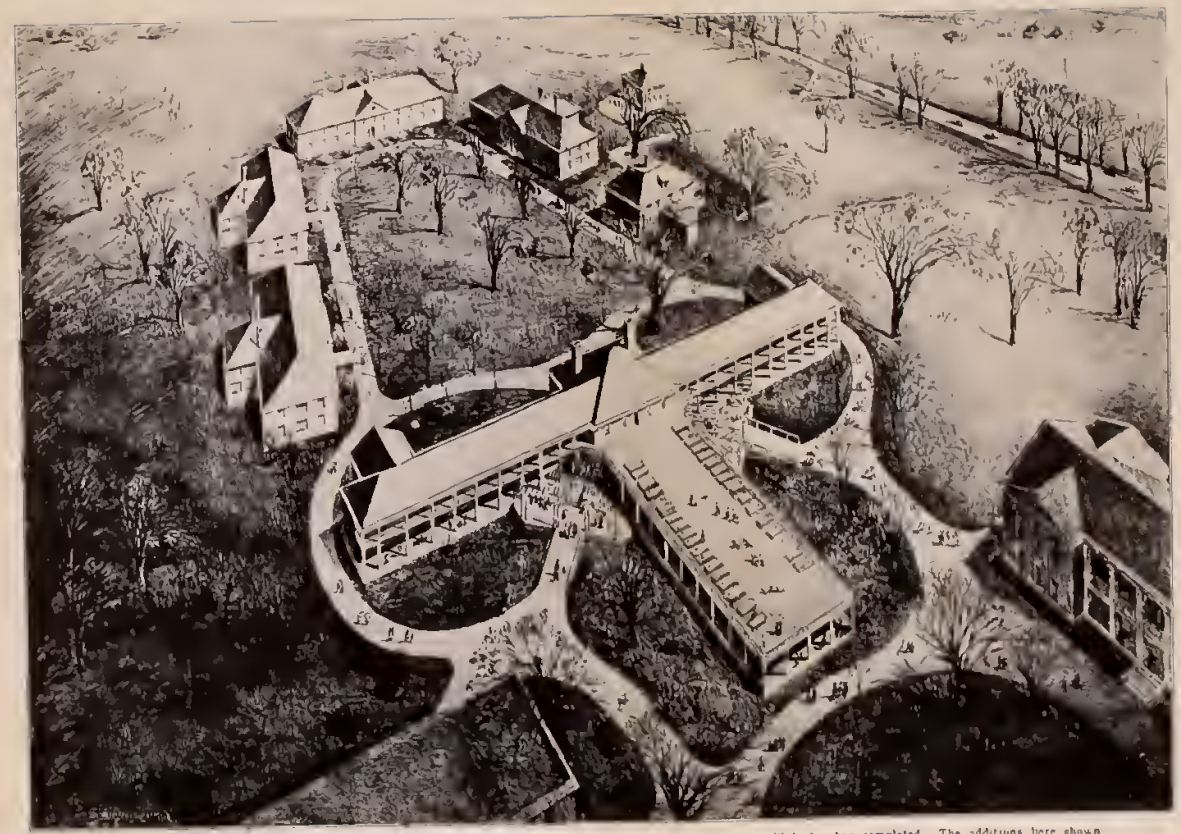
A survey of the civil State hospitals made previous to the passage of the bond issue proposition in 1923 showed that of the 237 buildings then housing patients, 69 were of wooden construction, 157 had brick or stone walls, but with wooden floors and timbers, and only 11 were practically fireproof. Some of the buildings were erected as early as 1842, and many others between 1870 and 1890. Most of the older structures have become antiquated and many of them are unsafe and otherwise unfitted for use in caring for the mentally ill.

The tragic fire in one of the old buildings of Manhattan State Hospital on February 18, 1923, in which 22 patients and 3 attendants lost their lives, forcefully directed the attention of the people of the State to the seriousness of the housing problem of the State hospitals and charitable institutions.

During the campaign for the bond issue, it was shown that the old, dilapidated hospital structures were crowded far beyond capacity, over 38,000 patients being jammed into quarters originally planned for less than 31,000. In certain hospitals, space was so limited, that beds were placed practically edge to edge, while in some instances it was necessary for patients to sleep upon mattresses placed on the

floor, owing to lack of space in which to place bedsteads. Proper standards of air space and floor space determined after long years of experience were of necessity ignored. Toilet and lavatory facilities were overtaxed while dining-rooms and day-rooms were congested, and a proper regime of treatment and care suited to the needs of each patient was rendered impossible.

After consultation with the legislative leaders, we all agreed that it was impossible to meet the situation adequately by annual appropriation of current funds. I, therefore, in the spring of 1923 recommended to the Legislature that provision be made for a fifty million dollar bond issue for new construction work in the State hospitals and State charitable institutions. The Legislature took the desired action and the people adopted the proposal. Up to date twenty-five millions have been allotted to the various institutions. In order that the people may have an understanding of the magnitude of the work and the progress thus far, I am showing some of the projects by illustrations which follow.



1. HOSPITAL FOR CRIPPLED CHILDREN AT WEST HAVERSTRAW — View of the hospital as it will look when completed. The additions here shown will provide 200 patient beds and 60 employee beds. You will note the two story solaria facing to the south. A great many of these poor little children are unable to walk. This building is so constructed that they can be brought out in chairs or in beds to the open air.

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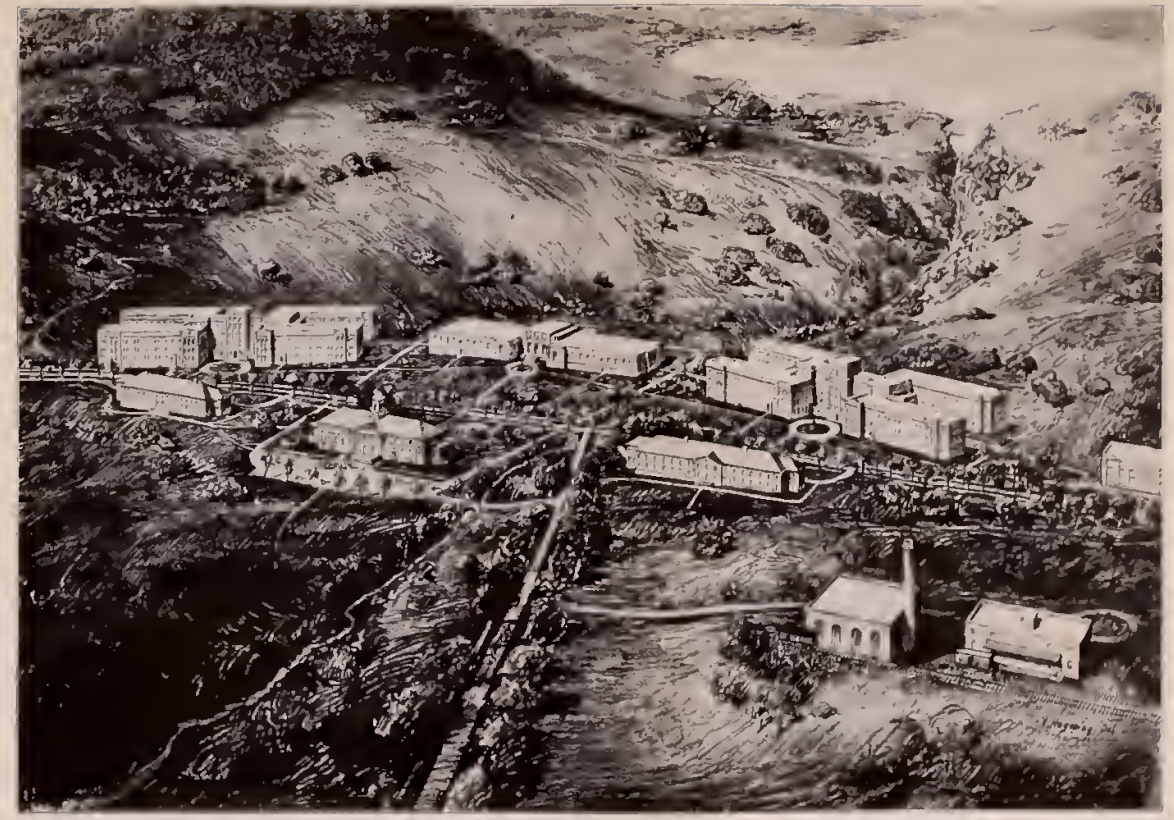
2 VETERANS MEMORIAL HOSPITAL — New buildings for the care and treatment of the soldiers at the Memorial Hospital in Kings Park. In this group is the kitchen, dining-room and a hospital building proper. The building to the far right with the scaffolding work is the Medical and Research Building, the center of the whole group. The hospital building will provide 360 new patient beds.

3 VETERANS MEMORIAL HOSPITAL—Three of the four buildings already completed for the staff and nurses at the Veterans Memorial Hospital in Kings Park. At the right of the picture will be seen the foundation and beginning of the erection of the steel work for the new Administration Building.



4 HARLEM VALLEY HOSPITAL — New hospital as it will look when completed. Part of these buildings are already erected and are being occupied. They were originally constructed for Wingdale Prison. New buildings shown here for which appropriation is made from the bond issue, when completed, will provide 1,204 new patient beds and 225 employee beds.

5. MATTEAWAN STATE HOSPITAL — New wing in course of construction added to the existing buildings at Matteawan State Hospital. This wing will provide 100 additional beds.

6. MATTEAWAN STATE HOSPITAL—New west for Matteawan State Hospital for the care of the criminal insane The buildings in course of construction will provide 400 additional beds.

7 ROCKLAND STATE HOSPITAL — Drawing of the plans for an entirely new hospital in Rockland County to relieve the overcrowding of the Metropolitan District. This will be the last word in modern, up-to-date hospital construction. It will be an institution of which the State will have abundant reason to be proud. It will cost, when fully complete, somewhere in the neighborhood of ten million dollars and will provide 3,800 patient beds and 950 employee beds.

8 LETCHWORTH VILLAGE—Four new cottages for the care and treatment of the infirm female inhabitants, providing 400 additional patient beds.

9. LETCHWORTH VILLAGE — The beginning of the construction of the new hospital building for the feeble-minded. This building will be used for the care of the sick inmates. In this is comprehended a fully equipped hospital with special provision for inmates suffering from tuberculosis

10. **LETCHWORTH VILLAGE** — One of two new homes for attendants at Letchworth Village for the Care of the Feeble-Minded. It must be borne in mind that proper living accommodations for the doctors, nurses and attendants is an important part of good hospital management. The building of these homes releases for use of sick people 300 beds that were heretofore occupied by the attendants, doctors and nurses.

11 NEW ADMINISTRATION BUILDING AT LETCHWORTH VILLAGE FOR THE CARE OF THE FEEBLE MINDED — This is an important part of the institution as all the administrative business, with all the valuable records, has heretofore been conducted in a frame building.

12 VETERANS MEMORIAL HOSPITAL IN KINGS PARK — Additional new construction.

13 AIRPLANE VIEW OF CREEDMOOR STATE HOSPITAL FOR THE CARE OF THE INSANE — The buildings in the background have already been built. In the foreground can be seen excavations, foundation walls and service supplies for the proposed new group of buildings. This will provide 1,044 additional patient beds and 225 employee beds. Also shown in this picture is the foundation of the Administration Building. This is an important institution in the State's chain of State Hospitals in that it is destined to relieve the overcrowding at Brooklyn State Hospital and to help meet the future growth of the Metropolitan District

14 **PSYCHIATRIC INSTITUTE** or hospital which is to be constructed as part of the new Medical Centre at Riverside Drive and 168th Street in New York City and which will be used for research into the causes of insanity and the teaching of Psychiatry to the State Hospital Service. The site was presented to the State by Columbia University.

THIS is by no means all we are to receive from the first twenty-five million dollars. Added to this and for which no pictures have been taken are additional staff quarters at Manhattan State Hospital; also further provision for additional accommodations at the Rome School for Mental Defectives. The allotment for this purpose will provide 350 new patient beds and 50 new employee beds. Allotments already made to Craig Colony at Sonyea for the care of epileptics will provide 260 additional patient beds.

There is also under way a new group for the Rochester State Hospital for the Insane which will provide 400 additional patient beds.

In addition, we have also provided for an entirely new institution for the care of mental defectives at Wassaic in Dutchess county. Provision has been made for two dormitories, a kitchen and dining-room. This is only the beginning of this institution. It will be planned for future development. It will provide as a beginning 200 patient beds.

At the Newark State School for Mental Defectives we have made provision for 400 additional new beds.

The officials of the State are pushing this work to completion with all of the energy that they can bring to their command. There is still a great deal to be done and it is doubtful that the State will be able to replace entirely all of the old structures within the fifty million dollars allotted. A substantial part of the twelve and one-half million for 1926 must be allotted to complete Marcy State Hospital, just outside of the city of Utica. It is now 35% completed and will be one of the best of our State institutions.

The Wassaic Home for Mental Defectives has only been started from the proceeds of the first twenty-five million dollars. It is proposed that more than two and one-half millions go into further development in the 1926 allotment and that more than a million be provided for the adult male group at Letchworth Village for mental defectives.

It is certified to me by the hospital authorities that when the fifty million dollars is expended, we will only have caught up to the overcrowding and if people are to be admitted to our State hospitals for the insane at the average rate they have been committed in recent years, we will require a new hospital every three or four years, or overcrowding will begin all over again. You can have some idea of what it will cost when you look at the new Rockland County Hospital at an approximate cost of ten millions. I had this in mind during the campaign last fall when I asked the people to vote to bond the State for public buildings to an amount of ten millions a year for ten years. There is no doubt that much of that money can be used to meet the future institutional needs. If it does not, the people of the State should never again permit a condition to arise such as confronted us in 1923.

I have tried to tell the story as best I could in pictures and in explanation of the projects for which no photographs were taken. Figures also tell the story.

From the proceeds of the bond issues, we have provided during 1924 and 1925, 8,066 new patient beds as against 7,794 new patient beds in a period from 1913 to 1923, inclusive. Counting both new patient and new employee beds almost as much was accomplished in two years from the proceeds of the bonds as the State accomplished in the ten-year period between 1913 and 1923. It would have been impossible to lay out any such program unless there was an assurance that the required amount of money would be available each year. The State Architect, working in conjunction with the State Hospital Commission, has

set up a Division of Operating and Planning Research. This, in turn, has been aided by the Bureau of Housing and Regional Planning. The work in this new Division comprehended population studies and analyses of the rates of insanity and mental deficiency. Analyses of admissions to State institutions were made and compared with the discharge rate through death and parole. From these studies the needs of the State in patient and inmate beds up to 1935 have been determined in order to take care of overcrowding and to meet the normal annual increase in patient and inmate census. The additional accommodations have been so distributed throughout the State that the necessity of transferring patients from one hospital to another or from one school for mental defectives to another may be stopped and each institution may adequately serve its own district. As a result of these studies the State is now in a position to state how large an institution ought to be, where it ought to be placed and the reasons for it.

In all of the foregoing, I have endeavored to make an accurate accounting to the people for the money that they voted for the proper performance of the duty that rests upon the State to care adequately for the poor, the unfortunate, the sick and the afflicted.

ALFRED E. SMITH

STATEMENT BY THE CHAIRMAN OF THE STATE HOSPITAL COMMISSION

By approving the bond issue for State hospitals and State institutions by an overwhelming majority, the people of the State not only expressed their sympathy for their handicapped fellow-citizens but also decreed that adequate facilities for care and treatment should be provided. So desperate was the situation at that time that a most careful and thorough survey was essential to make certain the expenditure of each dollar so that maximum results would be obtained. The amount of work now completed or in progress demonstrates the accuracy of the survey and the wisdom of setting up a definite program to be consistently followed

The bond issue and the definite program it made possible have resulted in economies which were impossible under the old system of relatively small annual appropriations. Under that system it was rare indeed that annual appropriations were sufficient to provide the additional room for the year's net increase of patients. Consequently the State actually lost ground every year.

The best interests of the State are only served when expenditure of State funds is considered in connection with the purpose of the expenditure. No essential State activity should function inefficiently through lack of sufficient funds. There is no more essential State activity nor one which more closely touches the people of the State than the care and treatment of those for whom the State has assumed responsibility, and it is evident the bond issue will enable the institutions of the State to function on a higher level of efficiency than has heretofore been possible.

The greatest economy resulting from the bond issue cannot be measured in dollars and cents, although it is none the less real. It is the economy which will be effected through the restoration of greater numbers of persons through the provision of adequate physical facilities. Any reasonable capital expenditure is justified if thereby a greater number of persons are returned to the community from the State institutions. It is real extravagance to limit capital investment when as a result the State is obliged to maintain for indefinite periods an increased number of persons who could be restored to society under more favorable conditions. Economic considerations are in harmony with humanitarian demands in justifying the bond issue.

The people have assumed the care of certain groups of the State's unfortunates and by the bond issue have decreed that such care shall be adequate, humane and effective in the relief of human distress.

C. FLOYD HAVILAND, M. D.,

Chairman of the State Hospital Commission

STATEMENT BY THE STATE ARCHITECT

The bond issue made possible a study of the State Hospitals and Charitable Institutions as unified, State-wide services, and as such to determine the needs and to arrange them in a program in the order of their relative urgency.

From the standpoint of the Architect, the planner, interested primarily in requirements and the most economical means of satisfying them, the assurance which a bond issue gives that the necessary funds will be made available each succeeding year, is the most important advantage of this method of financing construction.

The overcrowding in the State institutions outside of the New York City Metropolitan area, both hospitals for the insane and schools for mental defectives, is the direct result of transferring patients from the Metropolitan area institutions to those outside. These transfers have been and are necessary because sixty per cent. of the institutional capacity is outside the Metropolitan area, while slightly over sixty per cent. of the population of the State is within the Metropolitan area. The whole situation was out of balance because there had been no opportunity, under the direct appropriation method, with its uncertainty, to make comprehensive studies and to formulate a program carrying through a number of years.

During the twenty years preceding the bond issue, the State constructed new accommodations for its wards to the number of 10,892 beds. During the same period the populations of the State hospitals and institutions increased by 21,601. The difference between the increase in population and the increase in accommodations accounts almost exactly for the overcrowding at the time the bond issue was authorized.

With the completion of the bond issue program, the overcrowding which existed in the State hospitals and schools for mental defectives in 1924 will be almost eliminated, but many of these unfortunate State wards will still be housed in buildings which are obsolete and constitute a menace to the lives of their inmates.

The resident patient population of the State hospitals is increasing at the rate of more than 900 a year. When the bond issue monies are spent there will be a new accumulation of overcrowding in excess of 4,000 unless additional new construction, not included in the bond issue program, is provided for

The operating and planning research, essential to defining the requirements to be programed, has been of inestimable value because it has disclosed methods by which the cost of construction per patient or inmate can be materially reduced and at the same time provide facilities for intensive treatment which should greatly increase the functional efficiency of these important State services.

SULLIVAN W. JONES,
State Architect

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